

**AGENDA REPORT  
PLANNING AND ZONING COMMISSION MEETING  
November 9, 2017**

**SUMMARY**

A request by Crockett Engineering (agent) on behalf of The Brooks at Columbia, LLC (owner) to annex 161.84 acres of Boone County A-R (Agricultural-Residential District) zoned land into the City of Columbia and apply R-1 (One-Family Dwelling District) as permanent zoning. The subject site is located on the north side of State Route WW, approximately 900 feet west of S. Rolling Hills Road. (Case #17-76)

**DISCUSSION**

The applicant is seeking to annex approximately 162 acres into the City of Columbia and permanently zone the property R-1. The site is currently located within unincorporated Boone County and is zoned A-R, which requires a one half-acre minimum lot size. In addition, a preliminary plat for the property has been submitted for consideration as case #17-77. A Traffic Impact Study (TIS) was requested due to the proposed traffic impacts that the requested rezoning and corresponding preliminary plat will create within the surrounding area. The TIS identified several off-site improvements that were recommended due to the scope of the development.

The site is bordered on the east and west by A-R zoned property. The site to the east is developed with a single-family subdivision, and to the west is a County fire station, as well as some undeveloped property. PD (Planned Development) zoning is to the north that is spread across several parcels. The far eastern PD parcel is being developed with single-family uses, and the remaining parcels are vacant; however, they are approved for similar development.

There are multiple zoning districts south of the site. Southwest of the site is property zoned County R-M (Moderate Density Residential) which is improved with New Haven Elementary School. South and east of the school is PD zoning, County A-1 (improved with a single-family house), R-1 (within the Vineyards subdivision), and three County C-GP (planned commercial) lots of which one is developed with the Elks Lodge.

Regarding the subject site and its current status, all previously existing buildings, which included a residential structure and associated accessory structures, have been demolished per the applicant. There are no existing uses on the site, although the site has previously been utilized for agricultural purposes. The subject site includes two existing bodies of water, with tree coverage along the east and northeast portion of the site, and sporadically on other portions of the site, especially south of the larger of the two lakes. The site has contiguity with the City's existing municipal boundary along its entire north area, and is also contiguous to several properties on the south side of Highway WW. The site can be served by utilities.

**Zoning and Comprehensive Plan Considerations -**

The comprehensive plan's future land use map identifies the property as being located within the "Neighborhood District" for the entire site. As such, rezoning the property to R-1 would be generally

compatible with surrounding development and consistent with the expected Future Land Use per Columbia Imagined and the East Area Plan's (EAP) residential designation.

The EAP; however, does include other goals, which are listed below in CAPS, with specific objectives shown in bold text below the goal. While there are numerous goals and objectives within the EAP (many of which are met or would require regulatory changes), staff has identified the following items that may be able to be addressed with the zoning and design of the site. It is important to note that the following items are not required to be met in order to consider the site compliant with the relevant zoning and subdivision regulations.

#### LAND USE - PRESERVE AND PROTECT THE RESOURCES OF THE NATURAL ENVIRONMENT WITHIN THE STUDY AREA.

- **“Provide opportunities to integrate varied house types within residential development.”**  
The associated preliminary plat that is also under consideration includes approximately 400 lots within the R-1 zoning designation, which will generally restrict development to single-family detached housing. Staff does not necessarily find that additional housing types (and their appropriate zoning) should be required, but they could nonetheless be incorporated to some degree on the site, and would provide a transition between the commercial nodes at El Chaparral and Elk Park as well as add density within a walkable distance to help support the commercial uses.

A relatively small amount of R-2 or R-MF near the southwest corner of the site could facilitate more varied housing types within the development. Within the UDC, R-2 zoning now permits one-family lots on a minimum of 5,000 sq. ft, which is 2,000 sq.ft. less than a standard R-1 lot (a duplex would require 7,000 sq.ft). Furthermore, the southwest corner of the site is also near a future major intersection (Hwy WW and El Chaparral Ave), which is generally considered a desirable location for higher residential densities.

Another strategy to provide varied housing types would be the use of Planned District (PD) zoning to allow the platting of smaller lots than what would normally be permitted, and to permit a range of housing types within the development as a whole. A cluster-type development could integrate greater open space within the PD area and provide for a greater number of smaller lots and houses than what R-1 would otherwise permit.

- **“Effectively integrate park/green space into residential developments.”** For its size, and the number of contemplated residential units, the development provides limited active, open space for residents of the development to use. That is not to say that the site will not include open space. The lake on Lot C5 will provide an opportunity for usable open space for residents, and an access easement has been provided that would permit access to Lot C5 from Stayton Fairy Loop, east of the lake, and provide a through access connection from Stayton Ferry and Brockton Dr (although no trail is specifically identified on the plat). There are also two “eyebrow” common lots (C8, C7) that would be considered common space for use by residents, and several larger common lots that are utilized for stormwater purposes. In addition, the site will be required to preserve at least 25 percent of the climax forest area located on the site.

Additionally, the applicant has identified Lot 242 as a potential location for neighborhood amenities by use of a note on the preliminary plat . The approximately 1-acre lot is also

adjacent to Lot C10, which is 9 acres of common area that will likely include some of the required tree preservation. However, these areas are generally located on the east side of the development. To create additional active neighborhood space, existing residential lots could be converted to common lots for the benefit of the development's residents. Pedestrian connections that bisect some of the longer blocks within the subdivisions could also provide opportunities for creating unique spaces within the neighborhood and allow for better pedestrian connectivity. Also, considering the future trail extension along Grindstone Creek to the north, there may be opportunities for trail connections to the north from the lake or other suitable locations.

It is worth noting that the PD-zoned property to the north is required, upon development, to make available 10 acres of property to be donated to the City for use as a park. Once the adjacent property develops, land would be donated - likely along Grindstone Creek - for use as a park and/or trail facility. Overall, while open space specifically designed for public use is limited, there is no requirement to provide such an area, and the site does include other open space on site.

## ENVIRONMENT

- **“Preserve existing tree cover and other natural vegetation”**. The site will be required to preserve at least 25 percent of the climax forest area located on the site. It is not uncommon in developments of this size that the amount of preservation area exceeds the minimum amount, but it is difficult to predict at this stage how much above the minimum would be preserved. Strategies that could help preserve more of the existing tree cover could include agreement of the applicant to provide a higher percentage of preservation, or working with staff at the final plat stage to ensure that as much of the tree coverage is retained where possible, within preservation easements being granted in appropriate situations.

It is also important to note that the East Area Plan is a guidance document, and thus the recommendations provided within it cannot by themselves require compliance. However, the recommendations are used as a tool to identify areas of concern that could be addressed by the applicant or through approval conditions on the annexation, zoning, or platting by Council.

The subject site is presently contained within the Urban Service Area (USA) as presented in Columbia Imagined. The site can currently connect to the sewer main that is located along the Grindstone Creek with extension of a gravity sewer main.

## Conclusion

Overall, staff finds that while there are objectives within the East Area Plan that could be more adequately addressed, the proposed permanent zoning is generally consistent with the goals and objectives of the East Area Plan and Columbia Imagined, is compatible with adjacent zoning and land uses, and is appropriate for the subject property. The request has been reviewed by both internal and external agencies and is supported.

**RECOMMENDATION**

Approval of the requested R-1 permanent zoning pending annexation.

**SUPPORTING DOCUMENTS (ATTACHED)**

- Locator maps
- Surrounding zoning graphic

**SITE CHARACTERISTICS**

<b>Area (acres)</b>	161.84
<b>Topography</b>	Generally sloping from south to north, steeper grades in northeast corner and near lake
<b>Vegetation/Landscaping</b>	Tree coverage on east, northeast portion of parcel
<b>Watershed/Drainage</b>	Grindstone Creek
<b>Existing structures</b>	None

**HISTORY**

<b>Annexation date</b>	NA
<b>Zoning District</b>	Boone County A-R (Agricultural-Residential District)
<b>Land Use Plan designation</b>	Neighborhood District, Open Space/ Greenbelt
<b>Previous Subdivision/Legal Lot Status</b>	Not a legal lot

**UTILITIES & SERVICES**

<b>Sanitary Sewer</b>	City of Columbia (upon annexation and extension)
<b>Water</b>	PWSD #9
<b>Fire Protection</b>	City of Columbia (upon annexation)
<b>Electric</b>	Boone Electric

**ACCESS**

<b>Highway WW</b>	
<b>Location</b>	South side of site
<b>Major Roadway Plan</b>	Minor Arterial (unimproved & MoDOT maintained). 110-foot ROW (55-foot half-width) required to be dedicated.
<b>CIP projects</b>	None
<b>Sidewalk</b>	Pedway required along one side of minor arterial.

**PARKS & RECREATION**

<b>Neighborhood Parks</b>	No park within ½ mile; located within secondary acquisition area
<b>Trails Plan</b>	Planned Grindstone Creek trail to the north
<b>Bicycle/Pedestrian Plan</b>	Pedway adjacent to site along Highway WW

**PUBLIC NOTIFICATION**

All property owners within 200 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified of a public information meeting, which was held on February 28, 2017.

<b>Public information meeting recap</b>	Number of attendees: 1 (excluding applicant) Comments/concerns: Density
<b>Notified neighborhood association(s)</b>	None
<b>Correspondence received</b>	None at time of report.

Report prepared by Clint Smith

Approved by Patrick Zenner